

IG Survey of Commo
11 January 1956

8. Signal Center

h. During the course of this survey the Agency Management Staff conducted a study of the activities of the Agency Cable Secretariat/Message Center and the Signal Center to determine the feasibility of effecting an organizational consolidation of these two units. Although the results of this Management Study have not yet been officially approved, it is understood that it will probably result in a recommendation that such consolidation be effected. From the viewpoint of a logical organizational structure in terms of functions and activities; the consolidation of these two units is considered valid. However, serious consideration should be given to the effect of transferring additional administrative, management and supervisory functions to the already overloaded Signal Center Staff. Implementation of such a consolidation should be effected slowly and in such a manner to impose a minimum burden on the Chief and Deputy Chief of the Signal Center.

It is, therefore, recommended that:

The DCI approve the consolidation of the Signal Center and the Agency Cable Secretariat/Message Center but that such consolidation, if approved by the DCI be implemented gradually in such a manner that it will not impose an undue burden on the Chief and the Deputy Chief, Signal Center.

Director of Commo, 17 February 1956:

"Do not concur at this time. The OC views have been passed to the Chief Management Staff in connection with the study prepared by his office."

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29 September 1955

MEMORANDUM FOR: Chief, Management Staff**SUBJECT : Possible Merger of the Cable Secretariat and Signal Center**

1. This Office will, of course, cooperate wholeheartedly in the study to be made by the Management Staff in compliance with the request made by the Deputy Director (Support) in his memorandum to the Chief, Management Staff, Subject as above, dated 15 September 1955. The personnel and the complete organizational records of the Cable Secretariat-Message Center, Office of the Director, are at the disposal of your Staff. In addition to the material attached, copies of the Cable Secretariat SOPs covering Procedural Matters as well as Dissemination Policy will be made available to your staff.

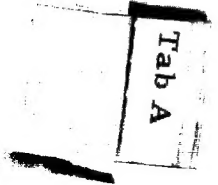
2. In the belief that background information might assist your Staff in making the study, attached are pertinent data concerning the Cable Secretariat-Message Center, Office of the Director: Establishment (Tab A); Organization and Function (Tab B); Brief History Cable Dissemination (Tab C); T/O and Organization Chart (Tab D); Budget (Tab E); Workload (Tab F); Production Flow Chart (Tab G); Personnel Data (Tab H); and Management-Improvement Program (Tab I).

3. The above data, while not intended to comprise the total information to be made available, are in the nature of facts. Attached as Tab J is a statement which I concede to be opinion but which may nevertheless be of assistance to your Staff in conducting this study.

4. The Cable Secretary serves as the representative of the Director in effecting proper action assignment and dissemination of cables addressed to the Director, Central Intelligence. In this capacity, as well as in his capacity of furnishing the Chief Duty Officer for the Clandestine Services, the Cable Secretary occupies a unique and privileged position in the Agency; he represents at once the interest not only of the Director and his immediate Staff but also the interests of the DD/P, the DD/S, and the DD/I. This being the case, may I suggest that those offices would be concerned in any proposal which would place the Cable Secretariat-Message Center in any office other than that of the Director.

Cable Secretary

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9 July 1952

MEMORANDUM FOR: Director of Central Intelligence

SUBJECT : Establishment of a CIA Message Center

I. PROBLEM - To establish a CIA Message Center, headed by a Cable Secretary, responsible directly to the Director's Office.

II. FACTS BEARING ON THE PROBLEM -

A. The CIA Signal Center, operating under the Assistant Director for Communications, contains a Processing Branch contiguous to the Communications Center, which performs the CIA Message Center function but at a level considerably below the Director of Central Intelligence. It does not have the equivalent of a Cable Secretary.

B. Trained personnel presently assigned to this Processing Branch could immediately serve as a nucleus of a message center organizationally positioned under the Director's Office.

C. Current cable procedures, including distribution and origination principles, are not entirely consonant with the Director's stipulated desires.

D. Cable procedures, in accord with the DCI command and staff concepts, are currently being developed.

III. DISCUSSION -

A. Rules governing the distribution, origination, coordination and release of CIA cables are a command responsibility. A Message Center, acting in the name of, and responsible to, the Director, and charged with the performance of these functions can logically and technically be divorced from the Communications cryptographic, transmission and receipt functions of the present Signal Center.

B. The proposed Message Center is envisioned as consisting of two components, the Cable Secretariat and a processing unit. The processing

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unit, which handles administrative and clerical cable distribution and handling, can be established immediately by redesignating the present Signal Center Processing Branch as the Message Center. Institution of a Cable Secretariat, made up of the necessary number of Intelligence Executive Officers, can be partially implemented at this time by designating the present Chief, Processing Branch as Acting Cable Secretary, and his present assistants as Assistant Cable Secretaries. These individuals have had from three to five years experience in message center work in the CIA Signal Center and are well qualified for the Cable Secretariat.

C. An effective message center can be developed in a relatively short period of time by utilizing the nucleus indicated above. The message center should, for reasons of efficiency, coordination, and rapid handling, remain sited contiguous to the Signal Center. Additional personnel, training and functional development are, however, requisites to a completely effective CIA Message Center. The Cable Secretary and his Assistant Secretaries must be well versed in the organization of CIA, its operations and administration. A firm Table of Organization for the Message Center should await development and delineation of operating responsibilities and functional integration.

D. Current cable procedures do not require that all cable traffic flow from the DCI to the Senior CIA officer of each field station and vice versa, as the DCI desires. Prior to a revision of cable procedures which will accomplish this, it will be necessary to designate a Chief or Senior Representative as appropriate for all field stations.

IV. RECOMMENDATIONS - It is recommended that:

A. A CIA Message Center, consisting of a Cable Secretariat and a processing unit be established immediately, and that this be done by redesignation of the present Processing Branch of the Signal Center as the Message Center.

B. The present Chief, Processing Branch be appointed Acting Cable Secretary and be responsible to the Director through the Executive Assistant for bringing to the Director's attention all cables warranting such action immediately they are received.

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C. Senior Representatives or Chiefs of Stations be designated for each CIA station in the Field.

D. Covert Cable Procedures be revised in accordance with the command channels which follow upon the designations recommended above.

E. A firm Table of Organization covering the fully operating CIA Message Center be established after a development and trial operational period.

/s/

[Redacted Signature]

Assistant Director
for Communications

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(APPROVED) (~~DISAPPROVED~~)

/s/

Walter B. Smith

Director

14 July 1952

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BRIEF HISTORY OF CABLE DISSEMINATION

1. Prior to July 1952, cable dissemination was effected by the Signal Center, Office of Communications. Headquarters action assignment for cables was determined primarily on the basis of a single letter suffix of the Headquarters address. Each principal element of the Agency was assigned a different suffix. For example, cables intended for the Director were addressed to WASH D, those for the Office of Special Operations, WASH F, those for the Office of Policy Coordination, WASH G. Often cables bore a combination of such letters indicating a joint interest. Dissemination to information offices was effected primarily upon dissemination patterns established by the OSO and OPC offices and furnished to the Signal Center. At that time, cables were distributed to approximately 40 units with an average of approximately 5 to 7 copies being furnished to the OSO staffs and divisions, and a standard 9 copies to OPC except when a sensitivity indicator was used, in which case the copies were reduced to 7. Very little of the cable dissemination at that time was based upon an analysis of the contents of the cable, but were rather disseminated following a prescribed pattern.

2. After July 1952, for a short time, it was necessary to continue to disseminate cables on the basis of existing patterns. However, as rapidly as possible, the cable dissemination requirements were discussed with each office concerned and, based upon the mission and function of each office, subjective requirements were determined. These requirements are now contained in written Cable Secretariat SOPs. Based upon these subjective requirements and upon indicators registered with the Cable Secretariat, the Cable Secretariat now disseminates cables to approximately 63 offices, staffs, and divisions. Cables, other than KAPOK and RYBAT, disseminated to these 63 offices, staffs, and divisions, now average 17.4 copies, while KAPOK averages 12.8 and RYBAT averages 6.3 copies.

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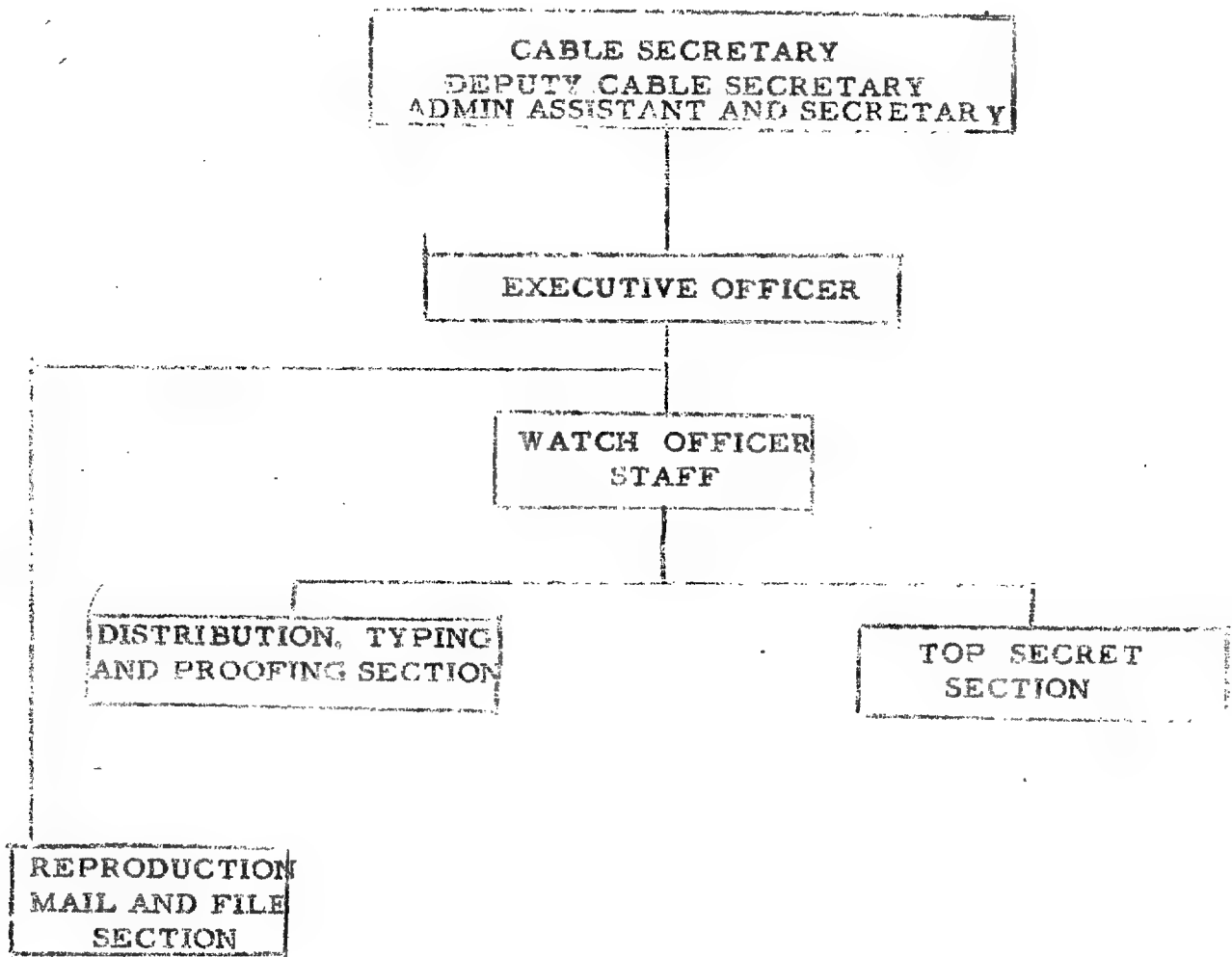
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CABLE SECRETARIAT ORGANIZATION CHART



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MEMORANDUM FOR: The Comptroller
Through : Deputy Director (Support)
SUBJECT : Cable Secretariat Budget

The Cable Secretariat is currently allotted a sum of \$32,000 for the payment of overtime for Saturdays, Sundays, and Holidays for FY 56. At current rates, this will permit the Cable Secretariat to pay for only 9,780 hours overtime or 57% of the hours worked in FY 56.

The Cable Secretary has assured me that an absolute minimum of personnel are permitted to work overtime to meet the requirement of processing cable traffic on Saturdays, Sundays, and Holidays without incurring undesirable backlogs. He estimates that during FY 56, even after effecting all feasible economies, it will be necessary that Cable Secretariat personnel work a total of 17,200 hours overtime in order to process on Saturdays, Sundays and Holidays approximately 27,000 cables and to provide Cable Secretariat and Clandestine Services Duty Officer coverage. Tab A reflects the situation with respect to overtime for FY's 54, 55, and 56 (estimated).

Tab A also indicates that during FY 55, 13% more cables were processed than during FY 54. Each month, January through August 55, has seen a new high established in the number of cables processed. During the month of August, 17,800 cables were processed. This represents an increase of 65% over the number processed in August two fiscal years ago, and 48% over the number processed last August. The Cable Secretary has indicated, as his conservative estimate, that cable traffic for FY 56 will be from 13 to 15% more than FY 55.

Since the Cable Secretariat provides an essential service in the fulfillment of CIA's mission, it appears necessary that provisions be made for the payment of the requisite number of hours of overtime. In the face of the constantly increasing cable traffic, the Cable Secretary has indicated that it simply is not possible to reduce the hours of overtime to less than 17,200 hours.

Accordingly, it is recommended that the sum of \$32,000 now allocated to the Cable Secretariat for the payment of overtime be increased by \$24,250 to provide the sum of \$56,250 for the payment of an estimated 17,200 hours of overtime for Saturday, Sunday, and Holidays for FY 56.


Executive Assistant to the Director

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CABLE SECRETARIAT PERSONNEL DATA

1. Strength

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- a. On 1 August 1952 [] positions were filled. On 1 August 1955, [] positions were filled.

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- b. Initially, the Cable Secretariat-Message Center was staffed with approximately [] processing personnel received by transfer from the Office of Communications; on 1 August 1955, [] personnel of this group were still on duty with the Cable Secretariat, [] ex-Communications personnel having resigned or transferred to other assignments.

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2. Administration

Under the terms of a Memorandum of Understanding dated 13 November 1952 signed by Chief, O & M, the EA/DCI, the D/ADCO, career management support for the Cable Secretariat was to be provided by the Communications Career Service Board. The Cable Secretariat functioned under this arrangement until 12 June 1953. At that time because of policy difficulties which had developed between Communications Career Service Board and the Cable Secretary, a new agreement was entered into. This Memorandum of Understanding dated 12 June 1953 signed by Management, the ADCO and the A/DD/A placed Cable Secretariat Career personnel under the jurisdiction of the DD/A Career Service Board and authorized the Cable Secretariat to deal directly with appropriate elements of the Agency on administrative matters.

3. Cable Secretariat Career Program

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In August 1954, the Cable Secretary established a Cable Secretariat Career Service Panel and designated [] the Deputy Cable Secretary, as Chairman. The policy and principles under which the Panel functions, approved by the DD/A Career Service Board and the EA/DCI, is contained in CSSOP 20-5 (copy attached). The terms of CSSOP 20-5 provide for maximum utilization of the Agency training courses for all personnel of the Cable Secretariat to provide to the greatest extent possible, access to knowledge of the Agency's mission and functions.

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Agency training courses are selected on the basis of relation to duties and stated career aims. In taking over the management of Cable Secretariat personnel affairs, it was noted that a considerable number of personnel were overdue for attendance in the Agency's Quarterly Orientation Course required at the time by Notice A quota for the Cable Secretariat was established, and during the ensuing year all Cable Secretariat personnel eligible to attend this course were enrolled. During FY 1956, Cable Secretariat personnel completed the following Agency courses:

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BOC	13	Rapid Reading	5
Basic Mgmt.	5	Instr. Techniques	1
Basic Sup.	2	Nati'l Orientation	8

Approximately the same number of Cable Secretariat personnel will be enrolled in these Agency training courses during FY 1957.

4. Attrition

During the period of the first 14 months of operation--August 1952-October 1953--Cable Secretariat losses by resignation and transfer totaled 35 individuals; from November 1953 through December 1954 losses for the same reasons totaled 8 for a net loss of 43 personnel.

5. Morale

In August 1952, morale of Cable Secretariat personnel varied widely. It ranged from very high in the senior supervisory group to very low in the group assigned to the intermediate and lower grades of the T/O. Dissatisfaction within this group is reported to have stemmed primarily from the seeming futility of fighting constant three and four day back-logs of dirty (hectograph) material, a sense of frustration and resentment at the unfairness of non-technical personnel being required to compete at a disadvantage with technical personnel for T/O vacancies, and the lack of a career program designed to meet the needs of non-technical message center personnel.

Despite the undesirably large turnover in personnel since that time, morale in the Cable Secretariat today is very high.

During the past three years, the following steps have been taken to improve morale: smocks to protect clothing for those constantly using ditto have been purchased; experiments are being conducted to find and obtain clean cable forms which will permit Cable Secretariat personnel to work under clean conditions; the T/O has been reviewed and increased and certain jobs raised to their proper grades; promotions have been made promptly as a part of a career program. A Cable Secretariat Career Service Panel has been established; SOPs have been issued to delineate responsibility and provide clear-cut guidance on all Cable Secretariat functions; on-the-job training program has been initiated to qualify personnel for promotion to higher grades; a long-range training program has been instituted which provides for certain of our personnel to attend ten of the Agency Training Programs (National Intelligence Orientation, Basic Orientation, Human Resources Program, Basic Supervision, Basic Management, Instructional Techniques, Intelligence Briefing, Intelligence Writing, Reading Improvement, and Advanced Reading Improvement); working conditions have been improved (a conveyor belt has been installed; the typing section has been sound-proofed, and electric typewriters are being purchased; the best filing and sorting equipment has been obtained; space has been provided for eating; a wash basin has been installed; a high fidelity radio with several speakers to provide music has been procured); the employee "Flower Fund" has been made very active and has been a strong factor in improving employee morale; frequent announcements have been made to the Staff in which the Cable Secretary has expressed his appreciation for their splendid work and on several occasions announcements have been made expressing appreciation for Cable Secretariat work by persons outside the office; written commendations for superior performance of the Staff have been circulated to all personnel (these include expressions of appreciation for service rendered from the Director, the Deputy Director, the DD/P, and the DD/S; staff meetings are held regularly; a number of full-time and temporary parking permits have been obtained; and adjustments have been made to hours of work in order to meet individual needs. In numerous instances, appreciation of the Cable Secretariat's general office policy was voluntarily expressed to Personnel Officers during exit interviews by Cable Secretariat personnel resigning from the Agency for personal reasons. The individual invariably expressed his regret in leaving an office dedicated to high standards of performance and proper consideration for the dignity of the individual. Further evidence of high morale is indicated in that two Cable Secretariat personnel have won Superior Performance Awards.

CSSOP 20-5

Cable Secretariat
Standing Operating Procedure
No. 20-5

PERSONNEL
6 July 1955

THE CABLE SECRETARIAT CAREER PROGRAM

References: (1) CSSOP 20-3



1. GENERAL

A Cable Secretariat Career Panel has been established to serve as an advisory body to the Cable Secretary on needs pertaining to the planning and implementation of the Career Program of the Cable Secretariat.

2. POLICY

The Cable Secretariat Career Program will be planned and implemented in accordance with Agency policy as announced in pertinent Agency regulations and in accordance with the provisions of this CSSOP. A career program will be prepared for each employee of the Cable Secretariat within six months from the date of his assignment to the Cable Secretariat, and will be reviewed every six months thereafter.

3. CAREER PROGRAM

The importance of the Cable Secretariat Career Program to both the Agency and the individual dictates that it be based on sound principles and practices. The program must be so planned and implemented as to effect a maximum contribution to the accomplishment of the overall mission of the Cable Secretariat. It must provide for the advancement out of turn of those relatively few individuals who are best qualified to perform the duties of a higher grade and it must, at the same time, provide a reasonable opportunity for the advancement of the vast majority of individuals whose capabilities and morale largely determine the efficiency of the Cable Secretariat. In revising and keeping current the Career Program of any individual, the Cable Secretariat Career Panel will give consideration to making the individual available for assignment outside the Cable Secretariat when it appears that he possesses skills or knowledge of greater potential value to another office. The Career Panel in planning the career of an employee will take into account the following:

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CSSOP 20-5

Cable Secretariat
Standing Operating Procedure
No. 20-5

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- a. Formal education
- b. Agency Training
- c. On-the-job training
- d. Promotion criteria

4. FORMAL EDUCATION

It shall be the policy of the Cable Secretariat Career Panel, when feasible, to permit an individual who has indicated a desire to attend school to work a shift which will make it possible for him to do so.

5. AGENCY TRAINING

It shall be the policy of the Cable Secretariat Career Panel to make available for Agency Training every individual who has indicated a desire to attend Agency training courses provided such courses are appropriate for his grade and are, in the opinion of the Career Panel, of such a nature as to better qualify the individual to perform his duties within the Cable Secretariat. In this connection, the Cable Secretariat training liaison officer will keep under constant review courses offered by the Office of Training with a view to advising the Cable Secretariat Career Panel concerning the desirability of sending Cable Secretariat personnel to such courses. The following courses are among those to be considered by the Career Panel when planning an individual's career:

- a. BOC - designed to acquaint the individual with the organizational structure of the Agency.
- b. Basic Supervision - designed to acquaint the individual with the basic principles of supervision.
- c. Basic Management - designed to acquaint the individual with the basic principles of sound management practices.
- d. Rapid Reading - designed to improve the reading comprehension techniques of individuals in the Cable Secretariat.

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6. ON-THE-JOB TRAINING

The objective of the Cable Secretariat on-the-job training program is to train individuals to perform in more than one capacity. The implementation of this program will afford each individual the opportunity of preparing himself to perform in positions other than that to which he is assigned and possibly to assume additional responsibilities when required. It shall be the responsibility of the Cable Secretariat Career Panel to select and recommend for on-the-job training individuals from all elements of the Cable Secretariat. The training of selected individuals will be conducted as opportunity permits without regard to vacancies. Personnel so selected should understand that mere completion of on-the-job training does not imply immediate reassignment or promotion.

7. PROMOTION

- a. The promotion policy of the Cable Secretariat has the aim of promoting and maintaining a high standard of efficiency and morale throughout the Cable Secretariat; its implementation is intended to provide for selection and assignment leading to consideration for promotion of the most suitable individuals available.
- b. In considering an individual case for promotion, the following policy statements will be kept in mind:
 - (1) An individual should not be promoted if there is any doubt that he is entirely suitable to perform adequately in the higher grade.
 - (2) The dangers of premature assessments of ability should be avoided.
 - (3) It is equally important to isolate individuals who should not be promoted as it is to isolate those who should be promoted out of turn. Therefore, equal, if not greater importance, should be placed on isolating individuals not qualified for promotion as in isolating those individuals who are exceptional.
 - (4) Competence and seniority must each play an important part in selection for promotion. Neither, however, should be permitted to override the other entirely.

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Cable Secretariat
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- (5) To permit the selection of the most suitable individual available and to provide the necessary incentive, there must always exist provision for the promotion of individuals ahead of their turn in terms of seniority. At the same time, there must always exist provision for the orderly advancement of the dependable and typically effective individual.
- (6) Individuals should be advanced out of turn of seniority only when they have demonstrated exceptional ability, or when, based upon a thorough analysis of the individuals' records, it appears that he has skills or knowledge not possessed by those senior to him warranting his promotion out of turn.
- (7) Where significant differences in ability cannot be determined between individuals, selection should be made based on seniority.

8. FACTORS TO BE EVALUATED

The Cable Secretariat Career Panel will consider the following factors when planning an individuals' career:

- a. Performance - What is his level of performance as indicated by Fitness Reports? Is his performance consistent, or is it erratic, indicating that the individual blows hot and cold? Does he display the proper attitude, i. e., a willingness to take instruction, to learn new jobs, to work where and when needed? What does his immediate supervisor report as to his current performance?
- b. Breadth of Experience - Based upon an examination of his official folder, has the individual held a variety of jobs or has he held a single or perhaps a succession of jobs in which the requirements placed on him were no greater in terms of complexity or difficulty than before? Do the job assignments reflect steady upward development? How extensive is his job knowledge?
- c. Potential - To what extent has he demonstrated qualities of leadership and supervisory ability? To what extent has he demonstrated creativeness and initiative? To what extent has he shown versatility and ability to perform in varying circumstances and/or in a wide variety of

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assignments? To what extent does he possess maturity and stability of judgment? What are his preferences? Is he willing and able to work rotating shifts? To what extent does he possess the necessary overall background? Does his education, experience, and training indicate a growth potential? What Agency training courses has he completed and what ratings did he receive? What are the requirements for the individual's skills and services in his present position and positions for which he is presently, or may, by training and experience, become qualified?

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- d. Minimum time-in-grade Requirement - With reference to the minimum time-in-grade requirement shown in para 9, this is a prerequisite to promotion as established in Regulation . However, it should not be assumed that fulfillment of the prescribed minimum period of time-in-grade will, in itself, constitute a basis for promotion. Time-in-grade is but one requirement and does not imply that recommendation for promotion will routinely follow.
 - e. Minimum time-in-trainee status - For the purposes of this CSSOP, a trainee is defined as an individual in training on a position graded higher than the position to which the individual is assigned. The time shown in para 9 as the minimum time to be served as a trainee is considered to be the minimum time necessary to permit the individual to learn and to perform duties of a higher grade and to permit his supervisors to evaluate his performance as a trainee. This time may be included in, or be additional to, the prescribed minimum time-in-grade. Upon completion of the required minimum times in grade and as a trainee, an individual automatically enters the zone of consideration for promotion; but he may or may not be promoted, actual promotion being dependent upon a number of factors, including a position vacancy.
 - f. Willingness and ability to rotate - The ability and willingness of an individual to work rotating shifts will be considered. Where it is essential that, in order to carry out the mission of the Cable Secretariat, the person occupying a particular position rotate or work other than a straight day shift, a declaration by an individual that he is unable or unwilling to rotate or to work the shift as required will, for such time as that condition exists, serve to preclude the promotion of that individual to fill that particular position.

OSSOP 20-5

Cable Secretariat
Standing Operating Procedure
No. 20-5

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9. CRITERIA

The criteria to be followed by the Cable Secretariat Career Panel in planning the career program for individuals within the Cable Secretariat are factors considered desirable. While these factors will be accorded appropriate consideration and will influence the planning and action taken, they serve only as guides to assist in the planning. Except for the minimum time-in-grade requirements, criteria may be waived at the discretion of the Cable Secretary. In this connection, satisfactory completion of BOC will be given considerable weight when considering an individual for promotion to GS 6 and above.

CRITERIA FOR PROMOTION

<u>GS Rating</u>	<u>Min. T. I. G.</u>	<u>Min. time in Trainee Status</u>	<u>Agency Training</u>	<u>Formal Ed. or Equiv.</u>	<u>Willing & Able to rotate if Required</u>
3 to 4	6 mos	NA	none	high school	no
4 to 5	6 mos	3 mos	none	high school	yes
5 to 6	6 mos	3 mos	BOC; Basic Sup.	high school	yes
6 to 7	6 mos	3 mos	" "	1 yr. college	yes
7 to 8	12 mos	3 mos	" "	1 yr. college	yes
8 to 9	12 mos	3 mos	" "	1 yr. college	yes
9 to 10	12 mos	3 mos	BOC; Management	2 yrs. Col.	yes
10 to 11	12 mos	3 mos	" "	2 yrs. college	yes
11 to 12	12 mos	3 mos	" "	2 yrs. college	yes

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10. COORDINATION OF CAREER PLAN WITH EMPLOYEE

The career plan as prepared by the Career Panel will be coordinated with the employee in order to ensure that the employee is aware of the plan prepared for him and is agreeable to taking such training as indicated. At that time, it will be made clear to the employee that promotion is dependent upon demonstrated ability or qualifications and can be effected only if a position vacancy exists. It will be made clear, too, that completion of any program of training does not in itself carry any promise that the individual will be promoted.



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Cable Secretary

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MANAGEMENT IMPROVEMENT PROGRAM

1. In 1954 specific action taken by the Cable Secretariat to improve operating problems and improve management included the following:
 - a. Cable Forms 35-80 and 35-81 were revised with the result that the appearance of cables reproduced was improved and the use of preprinted paper was discontinued.
 - b. Responsibility for the distribution of non-CIA cables was transferred from the Cable Secretariat.
 - c. The responsibility for receiving and delivering Western Union telegrams was assumed by the Cable Secretariat (See Regulation 90-420).
 - d. The responsibility for administrative support of the Cable Secretariat was assumed by the Cable Secretariat and our personnel now come under the DD/A Career Service Board.
 - e. The Cable Secretariat assumed responsibility for ensuring that intelligence contained in incoming cables is furnished DD/I.
 - f. Regulation was revised and is being published in two parts--- the Regulation and a Handbook
2. Areas for potential improvement in 1955 were as follows:
 - a. Assist in the overall Agency effort to reduce cable traffic by diverting cables to pouch channels whenever practical. This is in compliance with the Director's wishes that cable traffic be reduced by 25%.
 - b. Reduce the handling time of cables processed by the Cable Secretariat.
 - c. Explore the possibility of installing some mechanical means of preparing receipts for cables delivered by the Cable Secretariat.
 - d. Examine the possibility of adopting for Agency use an improved Hectograph master.

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3. Specific action taken during 1955 by the Cable Secretariat to improve operating problems and improve management included the following:
- a. Discontinued the filing of outgoing station files. Also propose to do the same for incoming files.
 - b. Put in a conveyor belt from the typing section to the mailroom.
 - c. Experimented with new Azograph master. Experiment proved unsuccessful.
 - d. Procuring of electric typewriters. It was estimated by the Management Staff that it was 25% less fatiguing to use electric typewriters.
 - e. Ordered new ditto machines to give the Cable Secretariat maximum output in reproducing cables.
 - f. Improved the efficiency of the air conditioning and tried to get bigger units to adequately supply us with air conditioning.
 - g. Started to send personnel to Training Courses.
 - h. Instituted a Cable Control Procedure.
 - i. Procurement of a better grade of ditto paper for more legible copy.
 - j. Instituted courier runs to meet peak loads in Area Divisions.
 - k. Proposed to Management that a survey be conducted to establish an office (or offices) of record in which all CIA cables are filed on a permanent record basis and are cross-referenced appropriately. The Office of Communications maintains the Signal Center Archives but cables in these Archives are not cross-referenced except by Station and/or IN or OUT numbers.
 - l. On 26 October a memorandum was sent to OC suggesting a modification of Communications procedures that would facilitate the preparation of reproducing masters. This memorandum was disapproved by OC on 12 January 1955. The same proposal was again submitted to OC in September 1955 after visiting the Department of State. The Department of State uses essentially the same procedure as was proposed in the 26 October 1954 memo to OC.

TAB

**CABLE SECRETARY'S COMMENTS RE POSSIBLE MERGER
OF THE CABLE SECRETARIAT, O/DCI, & THE SIGNAL CENTER, OC**

1. My comments are submitted in connection with your study to determine the feasibility of merging the Cable Secretariat, O/DCI, and the Signal Center, OC.

2. The proposal made by the Comptroller in his memorandum dated 13 September 1955 to the Acting Deputy Director (Support), Subject - "Cable Secretariat", brings to mind the statement made by Major General Otto Nelson in the preface to his book "National Security and the General Staff", (extract attached) in which he states:

"Whenever complex organizational or administrative problems do arise, even the boldest man of action is interested in searching out anything that can be found to bear on the problem. Such questions come up as: 'Has this same type of problem ever been considered before and what did people think about it then?' 'Are there any useful analogies from our past experience that can be used to help us solve this problem?' 'Can it not be demonstrated that the proposed solution has been tried before and failed?'"

3. In this case, I believe that the proposed solution has been tried before and failed.

4. The Message Center was, until July 1952, a part of the Signal Center, Office of Communications. That it did not function as desired is indicated in ADCO's memorandum to the Director, Subject: "Establishment of a CIA Message Center", dated 9 July 1952, in which it was stated:

"Current cable procedures, including distribution and origination principles, are not entirely consonant with the Director's stipulated desires. . . Rules governing the distribution, organization, coordination and release of CIA cables are a command responsibility. A Message Center acting in the name of and responsible to the Director and charged with the performance of these functions can logically and technically be divorced from the Communications cryptographic, transmission and receipt functions of the present Signal Center."

5. In July, 1952, the Director stated:

"Cable procedure will be adopted similar, in general, to the current practices of other major government agencies. The Assistant Director for Communications will prepare for approval and prompt distribution a cable procedure manual in conformity with the above and will arrange for the establishment of a Message Center under the direction of a Cable Secretary to centralize and standardize the handling and distribution of communications traffic. When in operation, the Message Center will become the responsibility of the Executive Assistant to the Director."

6. Throughout this paper, I have made reference to Staff Communications Office, Office of the Chief of Staff, Department of the Army. I have done so because I believe that the Cable Secretariat occupies within CIA the same relative position and performs essentially the same duties as does the Staff Communications Office in the Department of Army. For that reason I feel that comparisons can be drawn and conclusions arrived at based on reasoning employed by the Department of Army in resolving similar proposals, i. e., that the Staff Communications Office be transferred from the Office of the Chief of Staff.

7. The philosophy expressed by the Director in 1952 when he established the Cable Secretariat as a part of the Office of the Director is believed to be the same philosophy as that underlying the establishment of the War Department Classified Message Center (now known as Staff Communications Office) on 1 April 1942. As a part of the Office of Chief of Staff under the general supervision of the Secretary, War Department, General Staff, the Staff Communications Office was created to provide within the Department of Army one central Agency to handle all classified cables, radiograms, and telegrams and to ensure essential coordination in handling of such messages. To my knowledge there have been four separate studies made to determine whether it was not feasible to transfer the functions of the Staff Communications Office from the Office of the Chief of Staff. In each instance, after extensive study and survey, the Deputy Chief of Staff, Department of Army, decided that the Staff Communications Office should remain a part of the Office, Chief of Staff. In one instance, this decision was made despite an estimate that an appreciable number of spaces could be saved. While the reasons given for the retention of Staff Communications Office as a part of the Office, Chief of Staff are many, I believe General Wedemeyer's answer in 1948, while Director, Plans and Operations Division, DA, as to whether the function of the Staff

Communications Office should be transferred, is particularly pertinent. He stated in effect that the decision should not be arrived at...

"solely from a consideration of economy and functional assignments prevalent prior to the past war but from a thorough analysis of the effect upon the operations of the Chief of Staff and the various staff sections. During the past ten years, the reduction of time and space factors has vastly enhanced the importance of communications not only to the Military Services but to the national security as a whole. Consequently, communications have inextricably involved themselves in command and an organization which relegates any phase of the handling of electrically transmitted messages to the realm of administration is archaic. The more important and urgent business of the Army is transacted by radio message. The over-all efficiency of the Department of the Army Headquarters is influenced to a considerable degree by the assignment of these messages to the proper agency for action and insuring the proper dissemination and security of information contained therein. Such responsibility is a function of command and more properly retained in the immediate office of the Chief of Staff than delegated to the Adjutant General..."

8. I believe that General Wedemeyer's comments are applicable 100% to the matter here under study. I believe that the determination as to where the Cable Secretariat should be placed organizationally should not---must not---be based solely on considerations of economy. The Cable Secretariat should be placed where it can best perform its mission. I submit that that determination was made in 1952 by the Director when he established the Cable Secretariat as a part of the Office of the Director. As far as I know, there has been no change since that time that would alter the Director's decision.

9. The Cable Secretariat has since its inception operated with the minimum number of persons necessary to provide the services at the standards established by me to meet the needs of the Agency. These standards are high. I propose to keep them high. I propose to raise them. In my opinion, there is no more vital point within CIA Headquarters, there is no other point where rapid and accurate analysis of the content of communications is more essential. All cables are, in the final analysis, for the Director. It seems most appropriate that a close personal representative of the Director assign action to those cables. Action assignment, after-hour calls, and the distribution of information copies is often

Quoted from Nelson's book "National Security and the General Staff", pp 470, 471, 472 & 473.

"Improvements in Staff Communication --- 1942. The 1942 reorganization precipitated a complete re-examination of channels of communication and the procedures involved in filing and in handling radiograms, secret letters, and ordinary correspondence. This would have come anyway as the prewar practices were, to somewhat understate the case, inadequate. Here was an important field that had been neglected in war planning and this was due, of course, to the idea that the General Staff must not become involved in administrative matters although there were other contributing factors. In peacetime the War Department did not have the funds nor the need for expensive equipment to handle a large volume of business quickly. The volume was not present and time was not pressing. Army officers were not concerned about this kind of problem. For their experience had been largely with small Army units and they naturally applied what they had learned there to all similar problems, ignoring the element of size. When war became imminent, everyone was too busy to be concerned with the details of procedure and the methods of handling communications. At the same time, the dictates of military security had to be observed and additional safeguards were introduced to prevent the disclosure of military information. The result was that at the very time simpler, faster, and more effective methods were needed, the exact opposite was the trend because of the imposition of additional safeguards with no change in method. Peacetime disregard, wartime expansion in volume, urgent wartime need for speed, wartime inability of men in authority to consider the problem, and the continual imposition of additional security safeguards while exposing horrible examples where slips occurred and taking disciplinary action to frighten everyone --- these were the things that made procedures the Achilles' heel of the War Department as the War Department side of the Pearl Harbor story indicated only too well. Whether there had been a 1942 reorganization or not, it was inevitable that drastic steps of some kind would have had to be taken to gear the War Department procedurally to a war tempo and a gigantic volume.

"In January and February, 1942, a number of officers in the Office of the Chief of Staff became concerned with the processing of incoming and outgoing secret messages. Their purpose was to coordinate the

made based solely on a detailed and studied analysis of the contents of a cable and without regard to the routing address used by the originator in the Field. A high degree of independent judgment, an awareness of operational sensitivity, a knowledge of the mission and function of every division in CIA Headquarters is mandatory on the part of the Cable Analysts if they are to perform their mission. To merge this purely analytical function with the very important---but totally unrelated---technical function of the Signal Center would appear to be unsound both organizationally and functionally. It would be a step backward. Regardless of whether this important function is a part of the Signal Center, Office of Communications or is a part of the Cable Secretariat, Office of the Director, essentially the same number of personnel would be required to render the same services to the same high standards.

10. Further, to transfer the Cable Secretariat from the Office of the Director would be to deny to the Director and his Deputies the clear-cut and direct command channels now existing.

11. If it is desired that the Cable Secretariat continue to function as a Cable Secretariat---and I believe that the Director and the Deputy Director, the DD/P, the DD/I, and the DD/S do desire and do need and deserve to have the services of the Cable Secretariat---I believe that the Office of the Cable Secretariat must remain a part of the Director's Office. It could not, in my opinion, function as efficiently as a part of any office other than that of the Director's.

action on messages and to secure more rapid transmission and delivery. At that time the War Department Signal Center, a part of the Office of the Signal Center, received or transmitted these messages and did the encoding and decoding work. Developing the world-wide Army radio network was a very large undertaking in itself. The tasks of verifying that the message was authentic and properly coordinated, that the appropriate offices received information copies, that an action copy of an incoming message was properly routed, and that all the other minutiae were properly performed was the job of a section of the Adjutant General's Office. Then there was also the Message Center of the Office of the Chief of Staff, which directed the routing of messages to the Secretary of War's office, the Chief of Staff's office, and the War Department General Staff Divisions. Further, each General Staff Division had its own Message Center and Record Room. When the War Department Code Center deciphered a message, one copy would be sent to the addressee or office that should handle the matter of the message involved and take necessary action. Long-time Army custom had decreed that all communications to the War Department be sent to the Adjutant General (AGWAR). On many messages it was no small task to determine who should get it, particularly in those days of 1941 when General Headquarters, the Air Force, the War Plans Division of the General Staff and Office of the Chief of Staff had overlapping duties. When the addressee or designated office received the message he acted upon it or had the responsibility of transferring it to someone who could handle it. Likewise, he was responsible for preparing such extra copies as were needed to send information copies to the appropriate offices. If this was neglected or delayed, important information was thus withheld. The bugaboo of security was such that the constant temptation was to ignore the need for fast and accurate distribution of many messages when many copies of the message were needed. These messages would consequently be copied a great number of times in a succession of offices and sections, which took much time.

"On April 1, 1942, the War Department Classified Message Center (WDCMC) was established as an agency of the Office, Chief of Staff under the general supervision of the Secretary, War Department General Staff. It was created to provide one central agency within the War Department for the handling of all classified (secret, confidential, etc.) cables, radiograms and telegrams, thus to insure essential coordination in the handling of such messages. Its responsibilities included:

"a. Processing of all incoming and outgoing classified messages transmitted by electrical means.

"(1) Assignment of action: WDCMC assigned each incoming classified message to an appropriate agency for action, making the assignment on the basis of message content and not necessarily in accordance with the address.

"(2) Assignment of information: WDCMC furnished information copies of both outgoing and incoming classified messages to all agencies having sufficient interest in the subject matter to warrant receiving distribution.

"b. Operation of overseas radio conference facilities (classified).

"c. Publication and distribution of a register of incoming and outgoing messages received and dispatched during the preceding calendar day.

"d. Preparation for the Chief of Staff of the daily log of important messages received and dispatched. The log included current operations and intelligence reports, as well as all other messages that should be brought to the attention of the Chief of Staff. Copies of the log were furnished to the Chief of Staff for the Commander in Chief; the Secretary of War; the Deputy Chief of Staff; the Assistant Chief of Staff; Operations; and the Commanding General, Army Air Forces.

"e. Preparation for the Chief of Staff of situation maps covering the operational and intelligence reports placed in the daily log.

"Mechanical equipment was provided; appropriate forms and reproduction facilities were installed; and other steps were taken to make the system capable of handling thousands where tens of radio messages had formerly been processed. The lesson was learned the hard way, but once learned it was properly exploited. As theater headquarters were established overseas, representatives, forms, and equipment were sent over and identical systems installed."

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MEMORANDUM FOR:

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I don't know when the Comptroller made his proposal that Cable Sec & SigCen be merged. I do know when the IG survey of Commo started: 15 August 1955.

I have no objection to your quoting from our Top Secret report in your Secret history.

Ken

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